DEVELOPMENT and Conservation

Community Choices for the Built Environment

1987 N. S. PLANNING SEMINAR PROCEEDINGS

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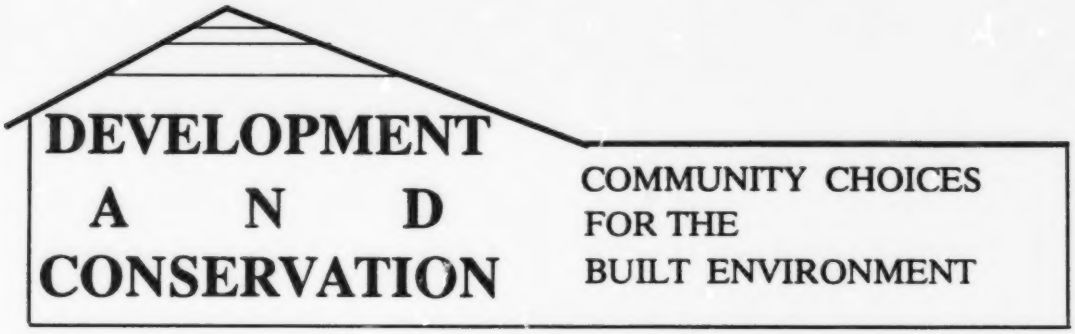

PROCEEDINGS of the 1987
Nova Scotia Planning Seminar

Sponsored Jointly by:

The DEPARTMENT of MUNICIPAL AFFAIRS and the DEPARTMENT of CULTURE, RECREATION and FITNESS

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WELCOMING REMARKS

Hon. David Nantes
Minister of Municipal Affairs

Good morning, ladies and gentlemen. It's a pleasure for me to be here once again. I think I did this about this time last year. At that time I was the new guy on the block and to tell you the truth in many ways I still feel the same way. Certainly it's my pleasure to have the Department host you for this seminar for the next day or two. I'd like, at the beginning, to thank all the people who have worked so hard to put the seminar together, and also to thank our two keynote speakers. I know Marc Denhez is here this morning, and Richard Kilstrom I understand will be here later today. Thanks to them for coming and so willingly agreeing to share their experience and their expertise with you. I also particularly want to thank the staff of the City of Halifax Planning and Development Department who've also been a key factor in planning this couple of days.

We have this year a little bit of a different twist, with the involvement of the Department of Culture, Recreation and Fitness. I think that's an excellent idea because it shows that government departments can work together and it is hoped we can show you, or you can show us, how we can better blend the efforts of both departments in helping you across the province.

The theme "Development and Conservation - Community Choices for the Built Environment", I think is very interesting. You can think about development and conservation as two ends of a spectrum, one end preservation and restoration, and the other end a question of brand new development. I believe we can work on a premise that our society will benefit when we can balance the old and the new.

It's important for local residents to take pride and put that community spirit in. That's evident in many areas across the province. I know in my own area, in my constituency, which is basically an instant suburb of the last ten years, we have the Cole Harbour Heritage Society. I believe the director is here, Elizabeth Corser, and she's had the unique challenge in the last several years of working almost entirely with volunteer effort and very little government support. To try and mix the old with the new, when you put about 20,000 people in a community of 1,000 in ten years, is quite a challenge. I think it can work very well because it can show how we can mix the two and also give the newer residents in communities a real appreciation of the old. We've done very well in this province when we think about the Louisbourgs and Sherbrooke Villages and Annapolis Royals and many other examples. Some of those are pure preservation and some have been a mixture of preservation and redevelopment.

I would like to leave some thoughts with you. I hope these might stay with you in your conversations, and result in some direction back to me and to my staff, and also to government. How do we make this work better in the next number of years in our towns in Nova Scotia? How do we restore

and yet maintain economic vitality? How do we regulate, and yet regulate in a way that we don't have the developers running out of town to start in the county areas? Frankly I think we're developing a fairly serious problem in this province with that type of development. Development is good - we all like it - that's the great theme politicians all like to preach and I'm no different from my colleagues.

When one reviews the census statistics, the preliminary census statistics that came out a few weeks ago, we see again, for all practical purposes, every town in the province of Nova Scotia declined in population - a few minor exceptions. All our growth is taking place in suburban fringe areas. Halifax City, ten year cycle - continuing decrease in population; Dartmouth even with a tremendous commercial boom of the past ten years, very minor increase in population. Those communities are equipped to handle the social, the recreational, the educational needs of the community yet that's not where the people are settling.

How can we help? We obviously can't do it simply by toughening up regulations in one area, and trying to loosen them up in the other. I don't think that will be accepted - that's not the Nova Scotia way of doing things. I think you people can do a lot, and I refer here particularly to the staff people if you'll permit me for a minute, the regulators. How do you make your regulations work in a vital way? It's obviously a game of checks and balances a little bit, and also a little bit about what is the major goal you're trying to achieve. I leave that theme with you, how do we blend preservation of our buildings, the re-use of our buildings, the commercial revitalization of our buildings and not only commercial revitalization, I also mean very much residential revitalization? How do we bring more people back into the towns, the rural towns in this province, not just the urban centre in this area? I extend this from Sydney to Yarmouth and to Amherst in the north, because we need, in my view, a real re-thinking of our approach. We probably need a re-thinking in how we transfer funds. Provincially, we're trying to do that now. We're trying to talk to municipalities about that. The planners and many politicians here, almost all of you, have a great deal more political experience and background in being able to do those things, much better than I. How do we make it happen? How do we make people more interested in coming back downtown? I've always looked at Kings County and thought that's the area that's probably done the best job, in my uneducated, uninformed view, the best job in trying to protect agricultural lands and some of the rural character. Yet we still have the situation where the central town, Kentville, is struggling. I think it basically went up in population about one hundred people in the recent census. It has started to turn a little bit, but probably there was a five fold increase in population within a two mile distance of the Town of Kentville as an example, and yet that's where they're doing it well! That's where they're doing a good job of protecting agricultural land, so they are maybe starting to turn the corner. But I think a lot of you people with your day-to-day experience, knowing how Nova Scotians think, knowing what Nova Scotians want, can really help us and provide us with some direction in government and that's what I hope will come out of these seminars. It gives you people a chance to talk about what is happening in the rest of the province. Frankly, I'll be a little disappointed if I don't have my staff come back to me next week and say "here are three or four ideas that came out of the last few days; here are two or three things that maybe government should pursue". I think if you can do that, it makes these seminars, which I know are useful for you people, also useful in giving us some direction. It gives the elected people a chance to look around and

say, without causing great controversy, how we can chance some of the development trends and patterns to get even a greater viability in our towns. We have the unique opportunity in Nova Scotia as you all well know, of having very old towns. That means there's a real core of buildings and there's a real core of expertise and experience, and there's a real downtown sense. If we can revitalize that, as we've done in a number of areas with our downtown programs and our Mainstreet Programs, we can expand them a little bit. How can we tie those in a little stronger to planning, and how can we relate planning and regulatory controls in a way that will make people a little more interested in coming downtown, rather than taking the easy fix, which is to go out and pick a piece of vacant land a couple of miles away and whip up a nice sprawling shopping centre where it's easy to put in a big parking lot? How do we do it? We need regulations, but we can't over-regulate.

I leave those thoughts with you because I think it's one area that as a Minister of Municipal Affairs, I'd like to see some government action in the next few years. I'm not sure what direction I want to take, but we are recognizing the population decline in the towns and we'd like to attempt to try and do something about that. So, I hope you will keep that thought. I really think it relates very much to your theme. I hope you'll produce some ideas for us in government as to how we may look at some subtle changes or some minor changes or even major changes to redirect things that way.

I hope you enjoy your next couple of days. I know on your tours, you'll see some real fine examples of what was done. I even understand you're at the Legislature today. I hope you will concentrate on the quality of work on the building, because we have a question period in the Legislature this afternoon. It may not represent a good example of quality control and what I'm trying to produce! So please, when you're there this afternoon, certainly have a good look at what's happening inside, but really concentrate on the building - you'll get a lot more out of that!

OPENING KEYNOTE:

THE NATIONAL PICTURE IN HERITAGE CONSERVATION

Marc Denhez
Buildings Revival Coalition
Heritage Lawyer and Advocate

In 1986, Statistics Canada at the request of the organization I represent, produced Canada's first figures ever on the value of our older building stock. We picked 1941 as a date merely because there was some Statistics Canada material that became available at that time which wasn't available earlier. It was discovered that the replacement cost of Canada's pre-1941 building stock is approximately $114.9 billion. If you break it down region-by-region, the figures start to get a little fuzzy, but tentatively the figures for Nova Scotia would be probably in excess of $5 billion worth of these older buildings. This is pre-World War II building stock. For pre-World War I building stock we have some figures that indicate Nova Scotia has over 50,000 which suggests that, in fact, we are dealing with a much larger inventory, a much larger amount of capital, than many people had really appreciated before.

One of the things that kind of struck us when we came across these figures was that there is no Federal policy. There's no policy at all. If you ask the Federal Government, well what are you going to do with this $115 billion worth? If we had $115 billion worth of fish stocks, or oil reserves. or forestry reserves and so on, you can be darn sure there would be a policy about it. At least the government would have addressed its mind at some point on whether it is in the national economic interest to capitalize on that stock, to let it be plowed under or to let it fall apart. It is like having an elephant in your garage. Sooner or later you have to decide whether you want the elephant there or not, and if it is there, what are you going to do with it? But curiously enough, there has been no Federal policy in this country about what to do with this very large inventory.

In this respect, Canada is unique. You go to West Germany, Italy, France, or the United States and there are distinct policies that have been developed over the years about what to do with the older building stock. Just to give you an example, in 1981 the Americans introduced a series of major policies under the Reagan administration to address the renovation of the American older building stock. There are some people who of course say the Americans did it because they are in love with flowers and trees and chirping birds and beautiful little old buildings. Well, the person who was put in charge of that particular policy was the then Secretary of the Interior, James Watt. His most memorable gesture while he was Secretary of the Interior, was to take the buffalo, which is on the crest of the U.S. Department of the Interior, and turn it from facing left to facing right. This is the man who was put in charge of their policy pertaining to older buildings and I just ask you to consider the shudders that were running through the minds of some planners in the United States when that happened. Well, in fact, the Americans produced one of the most aggressive policies in the western world focussing on the renovation of their older building stock. And it wasn't merely because they were interested in culture and beautiful old buildings. They identified the reasons very specifically. The reasons were economic. They were interested in stimulating the Gross National Product, in

improving the employment prospects for the population, in revitalizing municipalities, particularly municipalities which were absolutely flat on their rear financially, and for promoting the American tourist industry. Now, these are points that I would invite people to consider this morning.

I represent a group, an ad hoc partnership called the Buildings Revival Coalition. It doesn't have an office, it doesn't have a Executive, it's just a bunch of organizations that got together because they thought they had hit on a good idea. The organizations are: the Tourist Industry Association of Canada, the National Renovations Committee of the Canadian Home Builder's Association, the Canadian Federation of Labour, (and I invite you to consider the last time you saw the Canadian Federation of Labour sitting down at the same table with the Canadian Home Builder's Association), the Canadian Institute of Planners, the Heritage Canada Foundation and also in parallel, the Federation of Canadian Municipalities. Now these organizations got together obviously for a wide variety of reasons. There is no homogeneity of viewpoint that is intrinsic to those organizations, but they decided that there might be fish to fry in the area of renovating older buildings. The reason we did this is that we looked at basically the same arguments other countries have been looking at.

Let us start with the question of the Gross National Product. In the United States, thanks to the policies that were introduced over the last five to ten years, they have carried the renovation industry to such a point that in 1985 it passed new construction. Today in the United States, the renovation industry is worth over $230 billion per year. Translated into Canadian dollars, that is $330 billion a year. If we were to take the American renovation industry and compare it to the Canadian industry, we would expect that on a ten to one population ratio a Canadian renovation industry worth about $33 billion a year, if it were as healthy as that of our good friends on the other side of the border. It's not. According to various estimates it comes in between $16 and $18 billion per year. In other words, we're talking about an untapped potential there of somewhere in the range of $15 billion if we could crank up our renovation industry to be as healthy as our good friends on the other side of the border. Fifteen billion dollars! Apply that to Nova Scotia and we are talking about a fair amount of money. We are talking in hundreds of millions of dollars a year that could be generated in the province of Nova Scotia, if the Nova Scotia renovation industry were as healthy as its counterpart in New England. In New England today, renovation accounts for over seventy percent of all construction expenditure.

What does that mean in terms of employment? Canada Mortgage and Housing Corporation came in very, very helpful in 1986 because they produced Canada's first reliable figures on how you compare the job creation potential of renovation vis-a-vis other areas of the economy. In a study that appeared precisely one year ago, Canada Mortgage and Housing Corporation concluded that renovation could create approximately 117 percent more direct jobs, dollar for dollar, than does new construction. Renovation, in fact, when you look at direct and indirect jobs put together creates almost half again as many jobs as manufacturing. Again, if we were to take the Nova Scotia example, if we were to close one-third of the gap in the renovation industry in Nova Scotia vis-a-vis the renovation industry in New England - one-third of the gap - we would be creating over 10,000 new jobs in Nova Scotia. That's a lot of jobs!

Let us look at the question of the tourism industry. Our good friends in the United States have concluded that renovation usually is good for tourism. In that respect they are discovering something that all the rest of the world discovered a long long time ago. Tourism has, in fact, become the world's largest cash industry. It passed agriculture a number of years ago not in terms of the total amount of employment that it generates, because agriculture is still the world's largest industry in terms of how many people work at it. In terms of the actual cash flow generated, tourism is now number one in the world. I hardly have to emphasize here in Nova Scotia the importance of tourism. The fact of the matter is that with all due respect to the other provinces in Canada, Nova Scotia has written the book on tourism promotion in this country. The materials coming out of the Department of Tourism are unquestionably more sophisticated, more effective than the materials coming out of any other province in Canada. That is a personal opinion but it is shared by an awful lot of people. The thing is though, that as good as the promotion is, there has to be a product. The challenge that faces Nova Scotia today is what is going to happen to a tourist base, if you have various communities in Nova Scotia which slowly, over the passage of time, start looking less and less like Nova Scotia and start looking more and more like Mississauga. The problem is you aren't going to get somebody from Mississauga to see a community in Nova Scotia that looks exactly like what he left back home.

There is an extraordinary resource here in Nova Scotia. People have been capitalizing on places like Peggy's Cove for years. The question that I have is why should Peggy's Cove have all the fun? There are millions of people driving up and down the Trans-Canada Highway. The major challenge is, how do you get people off the Trans-Canada Highway? How do you get them to spend a few extra hours in various communities across the province of Nova Scotia so that by coincidence they happen to have lunch there, maybe they spend overnight there, they end up using the community to some extent? Well, again the problem is they are not going to do that unless there is something distinctive in those communities which the community can capitalize on. Well, what is distinctive about communities in Nova Scotia or for that matter in other parts of the world? What drives me crazy is to here people say, "Oh well, we don't have anything here. The people in Europe have so much more than we do and after all we can't fix this place because nobody would come!" Humbug! There is a nice little booklet which you can buy in any bookstore here in Halifax which is "The Michelin Green Guide to Canada". The Michelin Green Guide to Canada is produced by those nice people who produce the tires over in Paris. It is a Parisians' view of what is to be visited in this country. This is from the same good people who brought us Notre Dame Cathedral which is 800 years old and which is as someone would say of very significant international architectural merit. And we would ask the question, "why should a bunch of Parisians go absolutely ga ga over a place like Peggy's Cove, or for that matter Dawson City, Yukon?" I mean Dawson City was built within living memory! The fact of the matter is, moose and Mounties notwithstanding, after grandiose scenery like the Canadian Rockies the next thing that comes first and foremost in the view of these people from across the pond, is Canada's heritage buildings and districts. If you counted up all the sites in Canada that have three stars, the maximum number in the Michelin Green Guide, after you've eliminated the Rockies and various natural attractions, number one comes Canada's heritage buildings and districts. That gives us some idea of the kind of potential which can exist in the Canadian tourism industry if we play our cards right.

Let us consider another factor which our American friends and various other people around the

world have been looking at. That is the problem with most municipal finance situations. The typical municipal treasurer in this country, or for that matter anywhere in North America, will tell you that the municipality is broke. No cash, no cash. That usually means you have a conditioned reflex at the treasurer's office: we have to find development for this community. The heritage people usually wind up with a bum rap with that kind of situation because everybody figures that the people who talk about old buildings and so on and so forth are trying to pickle the community in formaldehyde. That unfortunately is not the situation. What we are talking about here is different patterns of development. Can we find patterns of development where people can fix up the older building stock rather than letting it either be redeveloped into something else or gradually fall into the ground? The major problem, and this is felt particularly in the larger communities like Halifax, but it has its repercussions in smaller communities as well, is that people concluded during the 1950's and 1960's that you had to redevelop the community to increase the tax base.

As the communities redeveloped, very often there were new pressures created on the municipal infrastructure, because as you build buildings like the one we are in right now, you are making demands upon your water system, your sewage, your road system, all the various other things that cost more and more money to a municipality. The overwhelming majority of major cities in North America today have concluded that if you put your emphasis on renovation, you can increase your municipal tax base without having as large an increase in the pressures on your municipal infrastructure. What that means is that as your municipal tax base increases with the renovation going on, most of that increase is net to the municipality in terms of its tax base. In most cities in North America now that is official public policy.

Let me give you an example in my home town of Ottawa in the Byward Market Area. The Byward Market Area was a dump! It was an area which nobody would have considered economically viable. There were various proposals over the last fifty years to flatten the whole darn place. In the last ten years, the Byward Market Area has become the hottest real estate in the entire city. So hot, in fact, that after Parliament Hill, it is the second most visited spot in the City of Ottawa. That has meant the various entrepreneurs have moved in there and made a lot of money. Essentially, they saw the yuppies coming, and they decided to capitalize on that. You can always tell an area where the yuppies are coming - that's the area that has all the furniture out in the yard and all the plants in the building! The difficulty is it has worked so well that the assessments have gone up quickly. In some cases the effect of municipal property tax has risen in a space of five years by 70 percent! That, of course, creates its own set of pressures and I will deal with that a little later on, but it just gives you an idea of the kind of potential that municipalities increasingly are talking about in North America.

That brings us now to the question of what we do about this phenomenon. We know about the job creation potential. We know about the potential for increasing investment. We know about the potential for tourism and we know about the potential for municipal financing. What our group is hoping to do is to persuade a certain Michael Wilson and company that it is time for Canada to have a policy on this subject. Why are we so unhappy with the status quo? It is not merely because we have $115 billion worth of resources that we are not doing anything coherent with. The reason that we are particularly pre-occupied is that under the fiscal status quo in this country there is, in fact, active discrimination against this kind of investment.

Let me give you an example. Let us suppose I have $100,000 that I have borrowed, raised, or whatever to put into an investment. I take that $100,000 and I am proposing to put it into the renovation of a nice old building, create jobs, attract tourists, and so on and so forth. And let's suppose I make $10,000 worth of profit on that project. Let's take my situation and compare it to my next door neighbour. He has the same $100,000 investment and $10,000 profit margin, except instead of putting it into fixing up his old building he decided to put it into manufacturing plastic Mounties, or whatever. By the time Revenue Canada has finished with the two of us, my $100,000 investment and $10,000 profit compared to his, though we started out with the same amount of money and we made the same profit, Revenue Canada will have turned profits into losses, losses into profits, and entirely rearranged the relative viability of the two investments.

I can get into technicalities until the cows come home! The investment tax credits are different, the rate of depreciation is different, the applicable rate of tax on profit is different and so on and so on and so forth. The bottom line on the whole thing is that Revenue Canada has intervened in the allocation of investment capital and has redirected that capital from one sector of the economy into a different sector of the economy. That for starters in our view is not fair. It's not fair only because a buck is a buck is a buck to be treated roughly the same from one sector of the economy to another.

It is not fair geographically either. Granted manufacturing has been the golden haired boy of Canadian economics ever since the days of Sir John A. MacDonald, but where is the money going? The government intervenes in the economy every day. But when it intervenes in an area like let us say, high tech, and all of us remember the scientific research tax credits, there are three municipalities in the whole country that monopolize that subject, Kanata, Ontario; Cambridge, Ontario; and Burnaby, British Columbia. So that if you have a Federal strategy to move money into high tech, suddenly Kanata goes crazy. What happens in Halifax? I don't know and there are lots of people in this part of the world and in Newfoundland and in Victoria, British Columbia who ask themselves the same question. Manufacturing is the same story. Federal Government Reports themselves have noticed that if you put all of your focus on manufacturing, it has a mysterious way of finding its way into the Golden Horseshoe of Southern Ontario.

Let us look at the question of the renovation of older buildings. There are older buildings that are worth renovating in every single part of this country. I was in Yellowknife last fall. I was having tea in a house that was built in the 1940's. This is an historic building in Yellowknife! This building was dragged across Great Slave Lake as part of the cat train. You can still see the peculiar shape of the building. It is on a street called Ragged Ass Road. I took a picture of the sign, there is this nice municipal sign, it is green and white, 'Ragged Ass Road', near the corner of Lois Lane. It is in an area called 'The Woodlot' in Yellowknife, all of which dates from the 1940's and people there lie awake nights dreaming of toilets that flush. This is historic Yellowknife and they have tour buses that go gown to 'The Woodlot' and people ooh and ah over the houses and all that sort of thing. They capitalize on it. They have actually a very intelligent strategy of being able to make the most out of that particular resource. And they would just give their eye teeth for anything from Nova Scotia, anything!

This is the sort of thing we are dealing with here. Every part of the country. Areas that are far poorer

in the kind of basic stock that Nova Scotia has. Every part of the country can benefit from this kind of focus if we decide to pay some serious attention to the renovation industry. So, the bottom line, our group is suggesting to the Federal Government for starters. Not perks, not incentives, not some kind of artificial stimulant because what the government giveth, the government can taketh away. We are saying let us have parity between the person who puts his money, big investors or small time entrepreneurs, or just a person who happens to own a building, which he doesn't know what to do with in particular, between that person and other investors such as those in manufacturing. We are not saying it has to come through the tax system, even though it is the tax system that started the whole problem in the first place. We don't care, just so long as the bottom line, by the time the Federal Government has finished with somebody, that his bottom line for a comparable investment, and comparable profit, is the same as the bottom line for other investors. And we think that is fair. Not only do we think it is fair but we will have significantly improved the economic viability on every investment in older buildings in this country, and if we do that, we are going to see the impact in terms of jobs, in terms of tourism, in terms of the Gross National Product, in terms of overcoming regional disparities, and in terms of improving the economic lot of every municipality in the country. That is our objective number one.

Our objective number two is to look at the cream of the cream. What we are talking about in objective number one is literally hundreds of thousands of buildings across the country. Roughly Canada has a building stock of 8,000,000 buildings, of which 200,000 are investment properties which are over 40-45 years old. So we are talking about a fairly large sand box there. We are also looking at a much smaller group of buildings, which are the designated heritage properties. They are either individually designated, or they are parts of districts - Peggy's Cove being a case in point. What we are saying is that those properties are of particular importance because they happen to be absolutely the front line of the tourist industry. They are the ones that wind up on all the postcards. What we are asking the Federal Government to do in the case of these properties is something a little more than what we are asking for in the renovation of the rest of the older building stock. We think that is fair because very often those properties are subject to more red tape than other properties and we are saying look, it is reasonable to provide a quid pro quo for those older buildings because (a) the proprietor isn't in the same legal position as other proprietors, and (b) because they are so important for developing the tourist industry. Those are the two points which the Buildings Revival Coalition is proposing to take to our good friends in Ottawa.

How do we think this will have an effect on Nova Scotia? As I said earlier, if we are able to close only one-third of the gap between the Americans and the Canadians in terms of the health of their renovation industry, we will be creating over 10,000 new jobs in Nova Scotia, and we are going to be generating hundreds of millions of dollars of extra investment every year. It's going to mean that older buildings in Nova Scotia can be fixed up and done in a way that profiles Nova Scotia's character in a much more dramatic way to the rest of the world. It means that municipalities are going to witness more improvements to their property tax base, and we hope that people will feel better about the communities in which they already take pride. Now, those are initiatives at the Federal level. We are asking for the support of all interested parties across Canada. We have at this stage focussed all our efforts on the private sector organizations, people like the Canadian Home Builder's Association and so on.

I am very, very pleased to see that Nova Scotia is taking I think an extremely enlightened approach to a number of issues which are before it. You have probably heard of the proposal (it hasn't been enacted yet but it's certainly under discussion) having to do with Nova Scotia's prospects for improving the economic bottom line on, for example, the purchase of materials, which are used for the fixing up of heritage buildings in this province. I will just mention some other things which people in this room could perhaps think about over the next little while. They are the sorts of things which will take a little bit of time to develop because they are very embryonic, but to which at some future conference this group or elsewhere might wish to return.

Number one: throughout most of North America today municipalities have become far more active in trying to create a healthy economic climate for people who fix up old buildings. As I mentioned before, the repair of older buildings does increase the municipal tax base, but sometimes the increases in the municipal assessment take place so quickly that the proprietor is in a difficult position absorbing that increase. What some municipalities have done is to effectively freeze the assessments applicable to certain designated heritage properties. This means if I, as an investor, decide to go in and triple the value of that property, I don't wind up with an overnight tripling of my municipal taxes. There are a number of challenges to that approach. It's extremely tricky to introduce legally and there are some cities that have tried it and had themselves shot down in the courts. However, there are other ways of doing it which are quite compatible with assessment legislation. That approach is now receiving increasing favour, not only throughout the United States, where it is now the norm rather than the exception, but also in some places like Canada, both in communities that are fairly large (the City of Winnipeg just decided to move in that direction) and also in communities that are quite small. The community of Perth, Ontario, for example, which has only a few thousand population, has had that kind of by-law on the books for several years and it provides a definite inducement to somebody to fix up an older building while on the other hand, it doesn't cost the municipality any cash. Furthermore, if the inducement hadn't existed the development might not have taken place anyway, so that any loss incurred by the municipal treasury is conjectural.

Another technique that is being looked at is one that has developed inadvertently in the province of Ontario. That is to use R.R.S.P. money; to try and access it to tie in with venture capital programs and eventually make it available for renovation projects. That is a fairly complicated routine. It requires a fair amount of negotiation with our good friends at Revenue Canada, but all I have to do is to mention that within the last few months, Canada just raised another $7.5 billion worth of R.R.S.P. money and anybody who is able to capitalize on that source of funding is able to access one of the largest piles of private capital in this country. The question I always have is why should R.R.S.P. money invariably wind up in Guaranteed Investment Certificates that go to Bay Street? Why can't the rest of us have some of the fun? That is another avenue which various people are starting to look at. There are other avenues.

One of the on-going problems in the renovation business is finding people who are capable of doing the job well. There are a lot of renovators who are operating out of the back of a truck and who would be happy to turn your classic Nova Scotia home into an Arizona ranch house! If that goes on very much longer, Nova Scotia isn't going to look like Nova Scotia anymore. The problem with these people is that in some cases you've got fly-by-night operators who don't warranty their work.

If the building falls down the day after they have left, they are gone, you will never find them a gain. Last, but not least, they have no access to all the most advanced technology that now exists which shows you how you can renovate a building most efficiently. A renovation project need not cost any more than new construction. As a matter of fact, with all the various techniques that are now available, it should cost substantially less if you can get your hands on the right information. One of the techniques being used more and more in various provinces and municipalities is to focus attention on creating that pool of expertise, which is then going to be made available to the private sector, so that people can cut down (a) on their cost of retaining expert services and (b) cut down on the time that is required to get their hands on the most advanced techniques. These are some things throughout North America which people are doing more and more to capitalize on that older building stock of theirs.

My feeling is in view of the importance which Nova Scotia attaches to its tourism industry, in view of the prospects that are available for job creation, for investment, for municipalities in Nova Scotia, this kind of approach is an approach which can be capitalized upon in Nova Scotia, possibly to a greater extent than in almost any other area in the country. For that reason, we earnestly ask the support of such people as yourselves in our efforts to advance the cause of the Buildings Revival Coalition and we hope with the passage of time, by working with both the public sector and the private sector together to create a partnership that is going to capitalize on a resource which is going to change the face of Nova Scotia and change the face of Canada.

QUESTIONS

Mark Denhez

Brian Cuthbertson / Moderator

I don't think for this seminar we could have made a better choice than to have Marc Denhez come from Ottawa to speak to us. I mentioned in introducing him, that his underlying theme would be this question of using older buildings in a contemporary manner, that we were meeting a contemporary developmental challenge, and we were making older buildings a central element in meeting that challenge. Now we do have a few minutes and I am sure that you would be prepared to take questions. If anyone has any questions they wish to ask Marc Denhez, would they please just raise their hand and stand up and give their questions.

QUESTION:

I'm appreciative about what you had to say about building revitalization. It seems to me that one of the problems that we'll have in Nova Scotia and in fact in our area as we try to revitalize is the question of energy conservation. I wonder if your National Coalition has considered that? Our energy costs in the East Coast here are significantly higher than the rest of Canada and albeit that we would like to redevelop something, it's not just a question of redeveloping. You have to tear down before you start to rebuild so that is expensive. I'm sure you appreciate that but given that we do all this and given that it's an expensive cost to begin with, what about energy conservation? Is there any possibility of some help there?

ANSWER:

That's a difficult question. There are a lot of older buildings that leak like sieves and you are putting your finger on an

on-going difficult question. There are various people, not ourselves, but other people that we are working in tandem with who are trying to address that question. The Canadian Home Builder's Association is one. The Canadian Home Builder's Association has a National Renovations Committee and has local people, it has a Nova Scotia Committee which is looking at this question and also the question of tying the issue of renovation with the R-2000 program and various programs that are in the process right now of being revised at Energy, Mines and Resources Canada. There are other organizations, most notably the Association for Preservation Technology, which make it their business to come up with the most advanced techniques in order to make sure that a renovation project can answer the kind of concerns that you've just raised. The difficulty with these kind of techniques is one of information and that is that there are difficulties in getting that kind of expertise out to the renovation contractors and to the owners. And that I suspect is going to be a major challenge within the next few years of developing that communications network. The bottom line is I think renovations can be effective if we use the right technology. It is getting our hands on it.

QUESTION:

If that information exists, could you possibly leave some place where we could have access to it, or whatever?

ANSWER:

Yes.

QUESTION:

The question was whether the tax charges that we anticipate are going to affect new construction as well as renovation.

ANSWER:

Two points:

1. Although we feel that the dichotomy between the Federal treatment of renovation and other investments stems from the Tax Act, we are presenting to the Federal Government what we call the no-name brand generic proposal and that is that we are not saying the solution or correction of that situation must necessarily come via the Income Tax Act. We say we don't care how the Federal Government corrects the situation as long as they correct it and if they want to choose some other technique for doing it, that's up to them. We have done some quick calculations about how much it would cost Revenue Canada to do it and the cost figures actually wind up being quite reasonable, in view of the amount of activity that they generate. So the first point is that these are not necessarily tax changes. The second thing is what is going to be the impact on new construction. Our proposal doesn't have any clause in it affecting new construction. We are preoccupied here with the renovation of older buildings and that is as far as this proposal goes. As a matter of fact, our proposal only covers investments. We're talking about people putting their money into a property because they expect to get something out of it. By definition, we are not addressing the question of owner occupied buildings. That is being addressed at the provincial level by most provinces, including Nova Scotia right now which is considering programs to deal with the owner occupied building. Our proposal deals only with investment properties as I said and older investment properties. To my knowledge, with the possible exception of the Opera House in Sydney, Australia, there aren't that many new buildings in the world which have turned into major tourist attractions.

QUESTION:

The question is, should there be a difference between renovation and new construction?

ANSWER:

Our proposal only deals with renovation. I mean if the Federal Government decides it wants to do something with new construction, it's entirely open to it to do so. We have left that issue aside. My own personal feeling and now I'm speaking

not on behalf of the Coalition, but just speaking on my own behalf. My feeling is that there are more arguments that can be raised on the subject of the older building stock than can be raised on the subject of new construction. First of all, the statistics in terms of job creation are immeasurably preferable in the case of the renovation of the older building stock as opposed to that of new construction. The tourism statistics are better for the older building stock than in the case of new construction, and last, but not least, we have already put so much money over the various generations into Canada's older building stock ($115 billion worth) that it seems a crying shame not to develop some kind of strategy to use what we've already put into that stock. So what we're trying to do here is to find ways to capitalizing on all the bricks and mortar and shingles that we've already got out there.

QUESTION:

You mentioned and the question I really had was the one about owner occupied. I think that in Nova Scotia and in Newfoundland that the impact for owner occupied would be much more significant and perhaps Mr. Cuthbertson would like to respond to those reforms for Nova Scotia.

ANSWER:

What we have proposed is fairly simple to implement and simple in concept. We have asked for a complete sales tax rebate on the purchase of all materials used for the improvement, renovation, relating to the exterior of buildings and to structural elements such as heating systems, for all those buildings which are registered under the Heritage Property Act either at the Provincial or municipal level and are residential, and owner occupied. Now we've worded it, I don't know whether it will be acceptable or not so that let us say that you own a building, but you rent part of it out, you would be still eligible for the rebate, the idea being that the owner would expend so much money on painting. They would get back the 10% sales tax on the paint that they purchased. We're talking about materials. That is what we have suggested. It falls in with the exemptions that were already given to educational institutions, to hospitals and to places of religious worship. So what we're saying is that those buildings, residential buildings which are registered under the Heritage Property Act either Provincially or municipally, would get a rebate and the owner would spend the money, apply for the rebate, and that is the way the system would work.

Marc Denhez

If I could add a point or two and that is the experience in other countries, most notably in the United States, has been that, as for example, the main street of a community gets fixed up, it has spinoff effects in creating a kind of peer pressure within the community for other parts of the community to be fixed up. And the impact which this has had on investors has been astonishing. I'll give you one example. I saw an ad in October in one of the real estate journals in the United States. It was by an outfit named Stirling Investments out of Pennsylvania I think and it said, "we require certified historic properties for purchase by December 31 of this year in the amount of $20,000,000". I mean it just makes my head swim. There's one company by the name of Morning Star that does nothing but buy redundant warehouses. A gentleman from Kentville was describing a situation that they have having to do with a very large building in that community which somehow exceeds any of its anticipated uses and so to some extent the question was how does one deal with a white elephant? In almost every medium and smaller sized community across Canada, there is a Main Street which has two and three storey buildings the second and third floor of which tend to be vacant or at least under-utilized. The major impact of this kind of initiative elsewhere has been to suddenly give an economic prospect for all kinds of buildings and I wouldn't be at all surprised that even though Nova Scotia has a relatively high percentage of owner occupied dwellings compared to the rest of the country, there would still be very significant gains to be made in Nova Scotia with this kind of initiative.

KEYNOTE PANEL:
THE VIEW FROM EITHER SIDE

I. Bob Shaw, President
Clayton Developments Limited

I have had the pleasure on previous occasions to come before this seminar. On the last occasion we were discussing planning and planning controls. At that time I believe I was able to speak in favour of both. Today, with the subject of development and conservation, I also think I can speak in favour of both.

I think development in Nova Scotia comes with certain attributes. One is that all Nova Scotians, in a very broad sense, are conservationists in their approach. Much development in Nova Scotia comes from the view that that is the way to go. There is a more or less heritage psychology in the economy of the Maritimes and in Nova Scotia. Society changes, and I think we understand that the needs of society are going to change in the process. Today's needs cannot be satisfied in the same way they were in the past. They are not the same as yesterday's needs. This is a basic area of conflict that can emerge between conservationists and developers. Here I'm trying to keep the two separate, because they are not always automatically separate. Both groups tend to place the emphasis on different parts of the equation - the preservation of the structure itself is not seen to be enough. The developer is trying to seek a way to satisfy tomorrow's needs.

Of course, there is economics. Sometimes, we don't like to introduce that too deeply because it begins to muddy the water and destroy some vested positions that we can all take. But the economics is a built-in factor and it goes well beyond the bricks and mortar. The economics of a situation tends to include an identification of needs, and it has got something to do with location. Most of you have heard the adage that the first rule of real estate is location, the second rule is location, and the third rule is location. So location impacts on the economics. One may assume that in many of the towns, villages and cities the primary locations to satisfy current and future needs are no longer available. When that happens it reduces the equation down to three decisions: tear it down and build again, adapt its use and renovate it, or forget it. The choice among these alternatives is not easy. To fully use our structures and lands, we must be attuned to the settlement and commercial patterns of the area. As a developer, for instance, I would want to assess where people want to live and work, in an attempt to respond to needs that might emerge that I might be able to satisfy.

Perception is important. I could stand before you and tell you I don't know the difference between used furniture and antiques, but I can go into a shop that purports to have either, and I will come out with a perception of what was a piece of junk, and what was an antique. Others would have different perceptions. People will judge according to perceptions that they have or develop. Personally, I do not see any reason why conservation should not play an economic role in a greater number of instances. Yet there are impediments that are emanating from regulations and from by-laws and codes. People's perceptions and the various codes and by-laws do not permit us to conserve our history and adapt for today in every case, and therein lies a part of the rub.

I tend to represent personally the residential environment, more so than the other areas, but I also suggest to you that the pressures and the concerns, the codes, the policies for non-residential development, re-development and conservation are very similar. The association I belong to, the Canadian Home Builder's Association, has a very strong interest in all facets of the building community because as an industry we are constantly trying to clarify housing related needs, and those are not satisfied in isolation from the other principles of non-housing. I want to look at a few key points and perhaps raise a few questions.

The first point relates to the regulatory environment. This concerns me and at the same time interests me the most. We all appreciate that regulation and codes were based on new construction. They can impede effective and economic renovation or rehabilitation. The renovation industry in Canada today is in the $10 billion range, and it is growing at twice the pace of new construction. Yet it has no strong central spokesman, either within the industry or from government. And that industry requires a far more realistic regulatory environment. If we truly want to conserve, that is going to have to be an objective. In residential development, the regulatory environment, excluding provisions for health and safety, could be streamlined to cut ten to fifteen percent off the cost of housing. This applies not just in new construction, but in the conversion, the rehabilitation, and regeneration of existing housing. This has been proven in parts of the United States. It also could provide for better rehabilitation practice and improve the current efforts to seek out adaptive uses, to bring into the mainstream some of the older structures that are of interest. The Canadian Home Builder's Association, together with the Federation of Canadian Municipalities and the Canadian Association of Housing Renewal officials is currently working on a three year program, a joint program on regulatory reform. It is being funded by the Federal Government, which is a good sign that there is some recognition that this environment is not improving, that it is layering upon itself and having various and sundry offshoots which are impeding.

It was really not until after World War II that regulations were added in most jurisdictions in the country. Their purpose was to improve the development in the built environment and they did well. The built community environment in Canada, if you compare it to the rest of the world, has produced fantastic results. And we are recognized in many parts of the world to have done well at that. Now what does this mean? It means that the major thrust of the bureaucracy here in the room with us here this morning is to ensure that the current investments, be they public or private, are protected. Since World War II, regulation and code improvements have developed an environment out there that is seen to be of great quality and a great improvement over the hodgepodge of the past in terms of control.

So how do bureaucracy and the politician continue to meet their objective of improving and constantly protecting that investment? The assumption would follow that the provision of more of the same or even higher standards would be how to do just that. If building codes can now create, I will take that one as an example, great soundness in buildings, then greater standards should improve the buildings of the future. The same should hold for each and every other regulation. I will give you a little interesting example of what can happen when the trend to develop and add regulation takes hold. At one time there was thinking that led C.M.H.C. to require two entrance doors to an apartment. There are apartments that were built in Dartmouth which have two doors

at the front, side by side that both open up into the same vestibule! The regulation has been met, but where's the sense of it all? That is a more comic example of how when one looks at improving regulation one can add on things that don't really stand the test of reason.

Regulation has also developed other twists. We are into regulation that deals with convenience, we are into regulation that adds risk-free attributes to many of the things that we build. The drive to protect the public has become so strong that sometimes equity and moral commitment become forgotten principles. So we have no bureaucracy that has a responsibility for the production of housing, whether it be new or renovated. We have no bureaucracy that is responsible for the economics of the resultant environment that is created, be it new or renovated. In the case of housing, this means an emphasis on quality, without well thought out consideration of affordability. That impacts very much on renovation and rehabilitation, as strongly as it does with the new construction. The costs associated with continually layering regulation must be passed along. That is the economic bias of this - it must be passed along into a market. When one looks at the regulatory environment, it seems to be an objective to avoid completely a future maintenance consideration. So you have to pull all this up and make it current capital and therein is another part of the affordability problem, and I am using that phrase in the very broadest sense. This is the general condition that pervades conservation and development and it tends to hurt both, but I suggest that it may have its largest impact on the conservation side of housing and other structures. Now, if I wanted to use affordability as a term, to use it in the general sense of the economics of a project, than I would like to use a little analogy to the car industry. How many affordable cars would we see on the roads today, if conditions prevailed in the car industry as they prevail in the development industry? If those who had cars could prevent the others who do not have cars from having cars? If governments could insist that every small Volkswagen or Honda Civic had to have am/fm, radial tires, power windows and four speakers in the back? If another department of government had the right to impose separate costs, but no one department ever had to add up the cost of what was involved in putting the car on the road? If government departments also had the right to eliminate production of cars regardless of societal need or the impact on price, yet no government department had any bureaucratic thrust or duty to maximize production in the face of need or price? With these restrictions in the car industry, how many affordable cars do you really think we would have on the streets today? With some allowance for the analogy, I would offer it as representative of the kinds of reverse situations that are out there working in some parts, not all of, the regulatory environment. The system needs review.

Rehabilitation and renovation are certainly a crucial part of the development industry. C.H.A.B. is actively working with renovators on various educational training techniques. It is working with various levels of government on how it can develop and solidify this industry. We are working with such groups as Heritage Canada and the Buildings Revival Coalition to look at ways in which this industry can develop. When it does develop and does well, it will impact very favourably on some of the heritage conditions and on the conservation of a great deal of housing stock. But this industry is not ready yet. There are educated people in different segments of it and a certain amount of trained architects, and a certain number of skilled tradesmen but they are certainly not there in great numbers. Until we have businessmen and businesswomen that understand it, and they understand it as proponents of development and conservation, then the will, the drive and the imagination to make it work is not going to be there. And so I think there will be great benefits

to all of us if that industry can be supported and developed and nurtured, because it will produce results and it will allow for a much greater capability to create the adaptive uses that so many structures require.

I can't speak too much to you about the Heritage Act. I haven't personally had to work with it, so I will go by what I have heard this morning. My own perception of it, is that most of it is probably quite piecemeal. It really doesn't do anything to benefit the owner or properties that may be so designated and at the same time it does very little of anything to enhance their redevelopment or their use. I think it tends to be weak and perhaps short on objectives. Throwing it out that way is not necessarily sufficient. It perhaps does more to build brick walls between those that are discussing the issues than it does to bring them together. I don't know how much wine and cheese it would take to change that, but I suspect that would be a challenge.

The part of the country in which we find ourselves really abounds in older structures, and they do have a myriad of useful lives left in them. Some will be restored, but I think most will not. Today's construction methods often make rehabilitation very expensive. It is very labour intensive and in that sense somewhat difficult. The more methods become available to us, the more innovative we will be. There will also be lots of potential in Nova Scotia. I have had experience in converting a church into residential units, and am currently looking at converting a trucking facility into a church. I accepted the second one as rather novel and I came up with the view that when it works, it works well, and when it doesn't work, it probably doesn't work with an equal amount of vigor. For all of us, whether we are developer or heritage buffs, there probably has to be some clear line in the middle that allows you to deal with the structure to make it fit into an acceptable pattern of commerce and living. You can deal with some of the economics, you can adapt some of the uses, and let some other use go, you can build on so it looks relatively cohesive. When those things are researched and dealt with and it works, it will work beautifully. If it doesn't work, then I think somebody has to reassess and I would then have to throw my card on removing it, and let us get on with some effective development that, in fact, satisfies today's or tomorrow's needs.

From a municipal point-of-view there's a need to measure or look at some of the macro-economics of this. Often older structures are situated in areas that have all the public infrastructure in place and essentially paid for. By that I mean transportation, schools, services, and so on and so forth. What have you then? You tend to have something that might allow under-utilized structures to lie dormant in terms of public needs, or private needs, or in fact society's needs, if you like, and that would make no sense to me. I think, if the alternative is that, one has to move away and totally re-create a publicly financed infrastructure to accomplish and satisfy the same needs. I think that is the test of conservation. The test of our ability as well to seek out the kind of adaptive uses that are economic and effective and are still meeting real community needs. There can only be so many historically-based restaurants. There can only be so many of whatever other category you can name. We tend to allow our communities to develop so that needs are being met and being met in an economic way. If that can't be done, then again I think the formula requires review.

There is a final area that must be considered and it relates to market values and taxing mechanisms. We are all aware that assessment is conditioned by markets and to some degree vice-versa. We are almost in the centre of the downtown of the City of Halifax, and if you could envisage concentric

circles moving out from this building into the suburbs and beyond, so also falls the value of property, the land, the basic land values, etc. We know that those types of values , under-lying values, for land and property, tend to have a great deal, if not the most to say about the land use and development that will occur or can occur. This renders many properties in close proximity to the core of a city like this to attach to themselves much higher values, and as properties turn over, abutting properties are then enhanced by those higher values. This very quickly can render many older structures uneconomic for rehabilitation and adaptive use because the prices that are being sought, and often here and there achieved, do not allow that structure to have the potential to support the price. That is a pressure that comes out of some normal play in the marketplace but it is also built in, in assessments and various other municipally controlled regulations and taxing practices. I am only touching on that. We could look at Federal taxation practices and other things, and it would take us off to another whole area. That impacts just as much on new development as it does on the conservation side. Heritage groups or other groups large or small that want to go out and educate the developer about the economics of a restoration or conservation plan have to take into account what the basic municipal superstructure has been doing in terms of taxing and allocating property values. I am not necessarily calling for a subsidy, but I want to raise that as a fact of life in the process. If we are going to seek the most useful life out of structures, then we are going to have to find ways to perform in the face of such taxing practices.

By the very nature of the developments that we could produce, we are going constantly to have to reflect the economics of what that community is seeking. If the residential or the commercial tax rates are such that a property is being built-up in such a manner, it tends to represent what that municipality's objectives are in meeting its common good. And I think there will be rough rows to hoe, if one is going to try and change that totally on the basis of incentive. There has to be other mechanisms that must be worked out.

Well, Mr. Chairman, I think I may have raised more questions than I have answered this morning. In summary, I think what I have tried to bring to you is four or five points. Firstly, that there is a need for far more flexible regulation, particularly as it impacts on the conservation side, for renovation and rehabilitation. There is a need for a much greater general review of local regulations and there should be support for effective reform of regulation to meet needs. There should be support from everybody in this room for the rehabilitation industry, which I suggest to you is the growing one in this country. I would also call for municipal understanding of the economics of the marketplace in respect of the public infrastructure use and the development of the market values and assessment processes. There needs to be a realistic identification of needs in our communities through thorough planning so that it can play a part in how we conserve or build new environments. And the last thing is to ask that we all keep a very balanced view on this because there is no one side to the equation. It is a process that needs to be developed There is room for the new and there is room for the old, and there has to be a great deal of room for the realities of life in our communities as well. With that I wish you all the very best of luck with the rest of your conference here these two days.

KEYNOTE PANEL:
THE VIEW FROM EITHER SIDE

II. Dr. Bob Morgan, Director
Beaton Institute, University
College of Cape Breton

What I am going to say will be mainly from a very practical point-of-view, as a person who has been in the heritage area as a volunteer worker for over twenty-five years. I want to discuss the evolution of the attitude towards heritage and heritage property in the province over the last few years to see where we came from, where we are, where we're going and how we are meeting with the needs of heritage properties.

Humans, unlike other creatures, don't and indeed cannot live in the present alone. They have memories and these memories continually force them to compare past and present in order to gain perspective for making decisions about future developments. It is ironic, therefore, that without a past there can be no rational future, only helter-skelter aimless development. I am going to ask you to look out the window a few times during the talk, when I talk about development. This applies especially to architecture since buildings endure longer and are now the most obvious works of man. Every year thousands of North Americans, as Marc Denhez said, spend millions of dollars travelling in Europe to visit buildings that are even a few hundred years old. They declare that these buildings have character, that they are of human proportions, and they are inspirational. They wish they had buildings of that age at home. In other words, the need to connect with the past, in order to place themselves in time, has drawn these people to these buildings.

Nova Scotia being one of the earliest settled provinces in Canada, has an unusually large number of older buildings. Until about twenty-five years ago, we took them for granted, living at a cozy relationship with old Halifax and Lunenburg, or Amherst, each town with its own personality, its buildings reflecting that personality and its people finding self-expression in its buildings. Around 1960 I believe changes began to occur. Most of our oldest buildings were wooden and in bad need of repair. At the same time, relative prosperity invited the construction of new buildings. In urban areas many of our oldest buildings were destroyed. By the late 1970's Nova Scotians, with our acute sense of our history, began to realize what was happening. The first reaction was to form historical societies to preserve buildings as museums. In my own Cape Breton, for example, there was not one fully active historical society in 1966, not one on the Island that was active. Twenty years later there were over forty, most of which had rescued at least one old building as a museum. Meanwhile, Louisbourg rose again. Sherbrooke Village was restored and Ross Farm was opened. In some cases, whole towns became living museums, such as Annapolis Royal or Lunenburg. These developments are remarkable and reflect our people's determination to preserve their built heritage. They are also expensive. The hard realities of the 1980's put an end to Governments' ability to open and support more museums. The question was, 'should we stop and wait for the good times, and then open more museums?' If I understand the Province's heritage community correctly, I believe we felt that we didn't need many more museums. Instead, we wanted to improve those buildings that we had, or those museums that we had. Now that did not mean, however, that

we should mark time, or that we had gone as far as we could go in preserving our built heritage. Many privately owned buildings of provincial or local interest still in use, were in a neglected state, or were being destroyed. In some cases, these private interests, assisted by government, refurbished buildings, as happened with the Historic Properties Development on the Halifax Waterfront. This project managed to blend the past and present in a workable combination which showed considerable imagination. Many of the buildings were, however, largely altered inside and out, and while they gave a veneer or feeling of preservation, in reality some of them bore only a dim reflection of their original appearance. In other words, you can fool people who do not know what a building looked like originally. Professional heritage people were critical of details, but generally delighted with the overall development of Halifax's Historic Properties. They realized that the next step in preserving our built heritage was to adapt other buildings for modern living or business and that a compromise was needed. They could not keep buildings the same inside and out and, therefore all they could ask was that the outside of the buildings be preserved as closely as possible in their original appearance.

It was at this stage that the Provincial Government responded to the desires of heritage groups, appointed a Provincial Heritage Property Committee, and began to draw up the Heritage property Act. Nova Scotia was the last province to do this. This doesn't mean, I don't think that we were not interested in heritage preservation; it indicates, instead, that we had such a wealth of older buildings and our heritage groups had done such a fine job in preserving many of our oldest buildings, that the need for such legislation was not perceived as keenly as let us say in Alberta where fewer heritage buildings in combination with more rapid urban development made such legislation a necessity. If you have been to poor Edmonton, I think there is a building that was put up in 1927 and they take you there to see that particular building and they are very proud of it. However, pressure in Halifax-Dartmouth and even in Sydney, where older buildings were rapidly disappearing, made legislation essential. Halifax was losing its personality. Many would say it is only a shadow of its former self and that legislation came too late. Close your eyes, and open them anywhere in downtown Halifax and you could be anywhere in North America. Whether that is true or not, the Heritage Act was meant to help stem the loss of more heritage buildings, which could be saved for modern use and thus help our province retain its individual architectural flavour. By 1981, the Minister's Advisory Council on Heritage property, after careful deliberation, began advising the Government to register properties, while municipal heritage advisory committees were quickly springing up all over Nova Scotia, researching, locating, and soon to be plaquing historic properties. A great deal of the work that the Province has done, is doing, and that the local communities are doing, is simply cataloguing the buildings that we have. We didn't know how many old buildings we had, we didn't know their quality, we didn't know their character. We have to research their history - the history of an individual building, who lives there, how unique is this architecture, is it unique or is it common? This has taken six or seven years and we're still only part way through this. There's a waiting list of municipalities to have research done in this area. Again, we have to go by the grant method, to get students for example to do research in the various towns. This material has to be computerized. It has to be reliable work. You have got to get students who will do the work. You have got to have somebody to supervise them. So this has been, in some cases, a very lonely task on the part of the heritage groups - both provincially as well as municipally.

We are now about to start plaquing buildings. Being a liberal democracy, our government cannot

force anyone to preserve a building. That is a statement that you have to understand. If you own a building, private property has still a certain sacredness to it. At the municipal level, should a property be designated as a heritage property, and should the owner insist on changing the exterior of his property, the most that can be done is to delay the changes for one year. Since government, and particularly municipal authorities, cannot force owners to preserve buildings, they have had to resort to gentle, and I mean gentle, persuasion. Civic budgets, for example, for wine and cheese parties are going to mushroom you will find, as local heritage advisory committees meet with property owners, including business people, to point out what they are trying to do with the properties and trying to convince them that this is in their own best interests. From my experience in Sydney, the first reaction on the part of business was panic. Long before the City had appointed a Heritage Advisory Committee, a local bank, which had promised the erection of a new building for a number of years, when it heard one of our aldermen saying that there was going to be possible heritage legislation, within a week the bank quickly demolished three buildings it owned. One dated from 1820, and the others from 1850. The new bank was not erected until two years later and that property sat vacant during that time. They were out to try to prevent those buildings from being saved, to keep these busybodies from preventing progress from taking place. They gave no one a chance even to get into the buildings to take pictures of the fireplaces, for example, in the 1820 cottage that it sat there since Cape Breton was a separate province. At least that one was of unique value. There was an obvious fear that heritage legislation would prevent development.

The misgivings of owners of private buildings seem to centre on a fear that property values will suffer should houses be designated, or owners feel they will somehow lose control over their private property. In both cases, the business and homeowner can rest assured that Heritage Advisory Committees do not want to interfere with their private interests. Our object is to meet and help private owners in the planning of changes to heritage properties. If something cannot be worked out, any reasonable person will have to agree that a building must go. Both sides must be honest. The Heritage Advisory Committee must not strive to preserve every building just because of its age, when there are many like it, provincially or locally. On the other hand, business must not, because of what I note as a frequent lack of imagination, or distrust of what is perceived as busy-body anti-progress heritage committees, be dishonest and spend its time thinking of ways to dodge its responsibility to preserve our built heritage. I can think of another local example, again a bank. Banks seem to be the thing here. This bank decided to destroy its old premises, a red sandstone Edwardian beauty, complete with a stone lion on top, and unique in the province, and to replace it with the standard square building, the kind you see out the window there. When the local Historical Society suggested it be modernized internally, it was told the building was structurally unsound. It took almost two months to bring the building down! Its walls were a foot thick! The demolition and the excuse are still a local joke, and there is a little square thing sitting on a corner of Dorchester in Sydney now.

Now what do you do when you are in a little town, you are in Kentville, or Yarmouth, or Sydney, and you go to the bank and you say, 'hey, what about this?' And they say, "oh, sorry we have no say, we're just a local branch." Who do you go to? You've got to go wherever the headquarters is in Halifax or you write to them in Upper Canada somewhere. God knows where ! What does a little Heritage Committee in Mabou do, how is it going to handle this? Meanwhile, word gets through from the local branch manager to Halifax, who perhaps informs them up the line, "Hey

look, they are after the building, got to get rid of it fast!" And down it does. That's my experience. Again I say, it is lack of imagination, and this destruction of the bank in Sydney is still the local joke. I call that the Head Office syndrome! What is needed of course, is cooperation as any sensible person would tell you.

Present Provincial legislation allows some financial assistance to private interests, particularly when an owner is put to extraordinary expense in preserving a building. This part of the Heritage Property Act was proclaimed last year, but I do not foresee at least for the present, large amounts of money being expended in this area. We must depend on cooperation. Local heritage committees composed of history buffs, architects, business people, as well as politicians, must meet with and help private interests to balance the needs of development and preservation. Help! Help them! Help them to understand, educate them. Give them ideas if they don't have them, if they don't have the imagination. Point out what is going on in Halifax, if you are in Sydney or Saint John. In other words, we should give information and perhaps then they might realize gosh, that's not a bad idea. The interest of the Heritage Advisory Committee is to help not retard; to persuade not to order, because we cannot order; to be reasonable and not fanatical. When private interests realize this, the venture of blending the new and the old can go ahead in exciting new directions.

What direction should we follow? There are some businesses to which older buildings are definitely an asset. Restaurants are a particular example. Virtually every city or town in the province has at least one older building which serves as a restaurant. For some reason it has become chic or trendy to dine out in old houses, and to pay high prices for the privilege. It is also considered a pleasure to buy local crafts in older buildings, to renovate the interior of older hotels for senior citizens or to convert old houses into apartments. We are still uncertain about banking, at least in my city! Also modern furniture and clothing stores, old/modern there don't seem to go together. However, I think we are moving in the direction that these will start seeing the light soon. Sydney's local downtown branch of the Bank of Montreal has beautifully maintained and expanded, while keeping its lovely classical exterior dating from 1899. It can be done. The other bank is kitty corner across from it and it's a mess. Now we have got another bank on the another corner (you must think we're awfully wealthy in Cape Breton!) and they don't know what to do with it. It's an Art Deco bank and it is just lovely. They are moving to one of these glass things across the road that they have thrown their hands up and are wondering what to do with the Art Deco bank? They're putting it up for sale. They go to the Heritage Society and say, 'what should we do with it?' They should tell them, "well, why don't you open a clothing store there, or what about a spaghetti factory, whatever." It is appalling the lack of imagination that some of these businesses have.

In my opinion, the downtown areas have an advantage that shopping malls do not. They can use their traditional architecture to lure people from the suburbs. Once they realize, as they are beginning to do, that people will shop in an area, drawn by heritage buildings, just as they fly to London or Paris to visit them, Heritage Advisory Committees will be there to help coordinate and give ideas towards assisting businessmen in their plans. And if the older buildings must go, if they really must, they must. We bid them a sad farewell as we do a member of a family at death. They have lived intimately with us, they have inspired us, but some must go. But let the buildings that replace them, especially in areas where there are other heritage buildings, blend in with their

surroundings. Look out the window, look at those beautiful, old military houses, those old brick buildings, and next to it is a big square apartment building. No attempt whatsoever to blend in the two. It could have been quite easily done and it could have been done very finely. There is no need to erect a standard block-like square building next to a Victorian or Edwardian style structure. There are numerous examples of new buildings being erected, particularly in Halifax, where there is an effort made to blend in with the surroundings. People love it, so do tourists. I can think of a number of hotels I prefer to be in than rather than this one, because the architecture is more inviting to me, not from a practical point-of-view, but from an aesthetic point-of-view, the historical point-of-view. I notice the new hotels are using this, they are the ones that you are attracted to. I would say there are buildings in Halifax, new buildings, that I am going into to look at because they're interesting buildings, a couple are new hotels. I have gone there just for that reason - I can't afford to stay there being only a historian - but I certainly like to visit them as a tourist. As the truth of this sinks in throughout the province, whole sections of our towns and cities could be proclaimed heritage areas where new buildings can be planned to blend in with their surroundings. Smaller, older buildings can be ingeniously linked together for business purposes, link them together through the back as long as the exterior is preserved.

Unless we start doing this I can't see how much longer heritage people, we are all volunteers with no budgets, can continue bashing our heads up against this stone wall, trying to educate businessmen and local people, particularly businessmen, in the value of this sort of thing. Secondly, I wish the politicians would keep their fingers out of this, not so much municipal, but provincial. In our city, for example, there are none of these downtown developments that were spoken about earlier. We were just told this draws business, it creates wealth. Cape Breton, the poorest part of the province, has none. I went to Amherst last fall for a conference and I was stunned at the beauty of Amherst's downtown. I couldn't believe it was Amherst. If you have been there, you know what I mean, the streets in the downtown area are beautifully preserved. Not one of these has developed in industrial Cape Breton. Now, I am sure there are other parts of the province that would say be the same and that is fine. What I am saying is the politics has its finger in there, believe me. The day after the last election they had the pipes ready to go to start burying the wires and put in new sewage in downtown Sydney. They were taken up and they sat there for three months after the election, before they finally were taken away. Our politicians were pulling their hair out. I don't know whose fault it was, I am not a politician. All I am saying, as a heritage person, is we came this close - and it's gone. Charlotte Street looks awful in an area which could have looked lovely. There are some fine buildings dating from the 1850's on that street, yet they are sitting there, and we still don't have anything.

Heritage property preservation can make sense to businessmen. If we cannot see its importance in retaining our identity, surely it must be dawning on us that renovation and preservation can be cheaper than erecting a new building. It can attract business, it can attract the tourist from - let us say Saskatchewan - who has never seen an eighteenth or even nineteenth century building. Nova Scotia has a lot to offer in heritage properties and it's up to businessmen and heritage lovers to cooperate and to benefit mutually from this blessing.

TECHNICAL SESSION I

The Law As A Development And Conservation Tool

Anne Derrick, Lawyer

Fran Robertson, Solicitor, Department of Municipal Affairs

Anne Derrick opened the session with a review of the Nova Scotia planning legislation with a view of how it can be applied to the issue of heritage conservation. She thought that the Planning Act could be applied indirectly to heritage conservation. Such things as comprehensive development districts and development agreements were two good examples. Also, controlling design through zoning was available but this would have to be done with a great deal of care. She pointed out that using the power of the Planning Act could result in creating problems of discrimination when applied to just one building or development.

In concluding, she pointed to some conservation methods which were not related to the planning legislation, such as restrictive covenants, personal agreements or contracts, and easements.

Fran Robertson began her remarks by stating that she considered the Planning Act and the Heritage Property Act to be complementary. For example, the Planning Act has no ability to prevent demolition while the Heritage Property Act can postpone demolition for a period of one year.

She said that a Heritage By-law should not contain the statutory requirements, it should contain the procedures that are not covered by the statute. She suggested that guidelines need to be established as to what is to be protected and she stressed the process should be open and fair. Care should be given to the way property is registered. It must follow the rules as they are laid out in the Act.

Finally, she said that registration is a limitation on a property. A refusal to allow an alteration or a demolition must be accompanied by written reasons.

TECHNICAL SESSION II

Case Study/Workshop On Development And Conservation

George Rogers, Architect
Fawn and Rogers Architects

As background to his presentation, Mr. Rogers pointed out that heritage planning activities for the last ten years have been generally guided by the recommendations of the report, "Heritage Resources". The approach involved evaluating heritage resources on a property by property, or building by building basis. A scoring system has been developed to identify heritage properties recommended for municipal designation. Among the issues which have arisen in recent years have been appropriate criteria (such as definition of an era) and the issue of designation of areas or districts for consideration as heritage resources.

Mr. Rogers pointed out the location of the old 'Schmidtville' area of the city which is being studied as a demonstration project for a heritage district approach to conservation and development. The properties have been examined individually, as streetscapes, and as a neighbourhood and a sense of overall objectives is emerging. At present the demonstration project is an attempt to come to grips as to how these can be accomplished. Their approach has been to designate all properties within the 'district' as falling into one of three categories:

1. properties with specific documented heritage characteristics,

2. properties with design or architectural elements compatible with the neighbourhood and the heritage resources,

3. properties of no heritage value.

Before proceeding with a slide presentation of the area, Mr. Rogers pointed out that the notion of 'heritage districts' had worked out extremely well in such diverse centres as Ottawa, Boston, and New Orleans.

Following the slide presentation the participants were divided into three groups to discuss the goals, approaches, and alternatives to such a project based on the case presentation.

Discussion Group Comments

1. Considerable discussion as to why we should be attempting to include conservation as a major focus in planning for such an area or neighbourhood.

Suggested objectives included:

- strict protection for priority one (historically significant) properties,
- preservation of design elements for priority two (neighbourhood concept?) properties,
- encouragement of redevelopment of priority three inconsistent properties to more architecturally compatible forms,
- provision of infrastructure and landscaping (lighting, signage, etc.) consistent with historical architectural style,
- meet other objectives (maintain investment, provide housing, support adjacent commercial activities, etc.).

2. The discussion on the process involved in planning for such a district stressed the importance of involving residents in the criteria identification process.

3. A number of questions were raised during discussions of implementation of any plan:

- are we concerned with vacant land?
- how would existing vacant land be tackled?
- how can we find a greater role for incentives rather than regulation?

Are rooming houses and multi-family units owned by absentee landlords common throughout the district? Tenants may not want any changes, being concerned that upgrading may lead to rent increases. A micro-demographic study is needed to determine tenure patterns. This could be a good potential TUNS planning student project.

There is a need to raise awareness of heritage buildings throughout the area. The HAC should go door to door and give out information kits. It should first find people in the area interested in history to help do research, including a detailed inventory of all buildings, after appointing an advisor to assist. Having given individual information to each owner, it may be able to achieve some kind of consensus among residents and owners before sending out a letter inviting them to a public meeting.

Property tax rebates and RRAP money for designated neighbourhoods such as this one, each with its own guidelines, are needed as incentives for heritage districts. A voluntary committee to review applications for alternations is probably superior to a staff review. Neighbourhood pressure is then likely to be enough to rule out entirely inappropriate alterations.

Guidelines of what makes the neighbourhood unique are needed. Tight controls should be concentrated on just the few heritage houses. For the district overall, the important elements are roof height, width and type of siding, size of windows, setbacks from the sidewalk, and uniform amenities such as lighting.

TECHNICAL SESSION III

Municipal Conservation Initiatives Panel/workshop

Mark Poirier of the Community Planning Division opened the session by identifying the components of a municipal heritage conservation program in Nova Scotia under the Heritage Property Act and the Planning Act. The components are as follows:

	Heritage	Planning
1. set up Heritage Advisory Committee	x	
2. carry out inventory and evaluation	x	?
3. create Heritage Conservation District	?	x
4. designate specific buildings	x	
5. revise regulations or adopt by-laws	?	x
6. set up approval procedures	x	x
7. set up incentive programs	x	?
8. set up programs of education and technical assistance	x	?

Of these, Mr. Poirier noted that items 6 and 7 were to be discussed by the panelists from the Department of Municipal Affairs and the department of Culture, Recreation, and Fitness respectively. He also pointed out that components 4, 5, and 6 are the incentive aspects of a municipal conservation program, whereas 7 and 8 are the development control elements.

Kim Stewart discussed her experience as a planner working with the Town of Shelburne in establishing controls for the conservation of the heritage resources in a recognized 'heritage area' of the town. She indicated that both a Heritage By-law under the Heritage Property Act and a Municipal Planning Strategy (MPS) and a Land Use By-law (LUB) under the Planning Act were avenues being pursued to control development in this area. She pointed out that this is one of the first communities (Annapolis Royal has done work also) in the province to be actively seeking the establishment of controls to protect a heritage area or district.

Ms. Stewart then went on to elaborate on some of the steps in the process to date concerning the matter. She first indicated that the area in question has been the focus of previous studies which have demonstrated that it is an area with significant heritage merits. She noted that this would be the premise upon which efforts to conserve heritage properties would be based. She went on to say that initially it was decided to protect the area through the establishment of a MPS and LUB rather than a Heritage By-law. The Town has since decided to pursue action under the Town's Heritage By-law because it takes less time to implement and because this route involves less regulation than that of an MPS and LUB. Ms. Stewart also clarified a couple of the details regarding the Heritage Property Act. She pointed out that the Provincial interpretation of the word 'area' in the Heritage Property Act does not include a district but rather an area like a cemetery or monument. Also it was noted that properties with contemporary buildings on them or vacant lots cannot be registered

as heritage properties unless it can be justified on the basis of streetscape.

Ms. Stewart then discussed some of the advantages and disadvantages of a Heritage by-law and an MPS/LUB in particular as they apply in the case of the Town of Shelburne. Some of those factors are as follows:

Factors	Heritage By-law	MPS/LUB
1. adoption process	faster	slower
2. public hearing required	no	yes
3. regulate land use	no	yes
4. control contemporary building and vacant lot development	no	yes
5. regulate demolition	delay one year	no
6. regulate signage	somewhat	yes
7. appeal if permit refused	no	yes
8. can establish a heritage 'area' or 'district'	no	yes
9. individual property registration	yes	no

During the brief discussion period that followed a couple of items were brought forward. One was that performance standards under the Planning Act might be one way of controlling some aspects of development of heritage structures. The other had to do with the term 'area' in the Heritage Property Act and the interpretation of this word to mean other than an area or section of a community. Marc Denhez noted two court cases which he felt suggested otherwise. One was a farm house case in the provincial courts, Murray vs. Province of British Columbia. The other was a Supreme Court decision involving the St. Peter's Lutheran Church in Ottawa which stated that a municipality has an unfettered discretion to designate property (heritage).

Richard Kilstrom began by pointing out some of the differences between Nova Scotia and Ontario with respect to the Planning Act and the Heritage Act. He noted that in Ontario you can designate heritage areas, including vacant land. He felt that the Nova Scotia Planning Act was more generous than the Heritage Act in this regard as well as in other ways and that you could do quite a bit under that Act with respect to heritage. He went on to suggest that perhaps the Heritage Act in Nova Scotia should be amended as is being done in Ontario and other provinces.

With respect to the specifics of controlling development he feels that zoning is useful for laying down the basics of development (i.e., heritage buildings). This may in part be due to the site plan control provisions of the Ontario Act.

During the brief question period that followed a couple of comments were brought forward. One was that there appears to be a deficiency in the area regarding provisions for the development of old buildings. More particularly, although there are often controls over their development, there generally are no economic incentives to encourage people to do things with these buildings. The other, was that trees are an important and rich heritage resource yet there is no provision for control of them under the Heritage Property Act. Mr. Kilstrom pointed out that in Ontario landscaping, including trees, is covered under the site plan controls of the Planning Act as well as under the Heritage Act.

Dan Norris spoke about incentives for heritage resources under programs of the Department of Culture, Recreation, and Fitness.

First he spoke of the grants that are available. He referred to four specific items under this heading which are as follows: inventory, preservation, restoration, and public awareness. With regard to inventory, he said that there is grant money available for municipalities to carry out inventories of the heritage resources in their communities. Individual property owners may apply for money for preservation purposes for properties that are registered as a Provincial Heritage Registry. Finally funding is available for public awareness for heritage related conferences and workshops.

Next he spoke of incentives (financial) under Section 20 of the Heritage Property Act. This is a recently proclaimed section of the Act which provides for financial assistance from the Province or a municipality to individual property

owners of Provincial or Municipal Heritage properties respectively for restoration or renovation works.

In addition he spoke of a proposed sales tax rebate for renovations which met the following criteria: registered heritage building, residential purposes, owner occupied, and pertaining to exterior or structural elements. This is the first time in Canada that such an approach is being tried.

Finally he talked about incentives (non-financial) which include awards, plaques, and scrolls. He said that this is a very important aspect of the overall program since it is the component that demonstrates the level of commitment that people have for such works, in other words they want heritage conservation/restoration.

Some questions and comments followed. One area of interest was the sales tax rebate. At least one person from the floor suggested that this really only amounts to a small amount of money for a small segment of the public. Mr. Kilstrom on the other hand nonetheless felt that such an effort was a start in the right direction and it showed a commitment by the Government in this regard. Another item brought forward was the increased sense of importance of heritage yet the apparent lack of linkage between the Heritage Property Act and the Planning Act. It was suggested that this should be examined.

Finally a handout was circulated concerning heritage planning in Nova Scotia. This item outlined how heritage planning can be carried out under the Heritage Property Act and the Planning Act and asked participants to make comment before the end of March as to how these processes might be integrated.

TECHNICAL SESSION IV

Heritage Conservation Districts In The Rural Context

In 1962 the small fishing village of Peggy's Cove as well as a substantial surrounding area were protected under special legislation called the "Peggy's Cove Commission Act". Development is controlled by a commission consisting of four members appointed by the Governor-in-Council, a Halifax County Councillor, and the Provincial Director of Planning.

The purpose of the legislation is to protect a unique scenic area, the uniqueness being not in the fishing village itself but in the surrounding area, characterized by large white rocks. These rocks were formed by glacial activity and can be found in only one other area of North America.

Although Peggy's Cove is protected by legislation, the positive attitude of the residents contribute greatly to the area's popularity. The residents are very friendly and helpful and are tolerant of the roaming about of the many visitors. This situation could very easily change if future landowners take a different view of the heavy tourist traffic.

Debbie McNab is the author of a paper entitled, "The Landscape of Eighteenth Century New England Settlement in King's County Nova Scotia - A Geographical Study", which illustrates the association of the unique character of the area with its past.

Following the explusion of the Acadians in the mid-eighteenth century, some 5000 New Englanders (often called 'Planters') had colonized fourteen fishing and farming townships in the western and northern sections of the virtually empty colony of Nova Scotia. The greatest concentration of population and perhaps the most prosperous of the New England settlements were the farming townships of the Minas Basin and the legacy of this colonization process remains indelibly printed on the landscape there today.

The study identifies nine sites in the Minas Basin, which reflect the effect the New England settlers had on the area. They are: 1. Horton Mountain, 2. Horton Landing, 3. Covenanter Church, Grand Pre, 4. Gaspereau Valley, 5. Wolfville, 6. Grand Pre, 7. Starr's Pint, 8. Upper Canard, and 9. Chipman Corner.

Under the Planning Act, planning areas of a rural municipality may be designated, for which a municipal planning strategy and land use by-law is prepared. To encourage the preservation of the heritage aspects of a planning area, the strategy may contain policies regarding the architectural design or external appearance of structures. These policies can be implemented through traditional zoning or by the use of development agreements. Whichever method is employed, the preparation of comprehensive guidelines is of prime importance.

Two shortcomings of the legislation contained in the Planning Act are that the demolition of buildings cannot be prevented and development cannot be prohibited only because an area has historic merit.

Under the Heritage Property Act, buildings, streetscapes, and areas may be designated and are thereby protected for up to a period of one year. During this time a committee of Council conrols the demolition and exterior alteration of structures.

The weakness of this legislation is that after the one year period has expired, the owner is free to do as he wishes. Also, development cannot be controlled on vacant land unless it is part of streetscapes, which are not very common in rural areas.

The Annapolis Valley has a tremendous inventory of heritage buildings and historical areas but, as yet, King's County does not have a Heritage By-law. The County should not only look toward a Heritage By-law to preserve heritage

buildings and areas, but also other legislation such as the Peggy's Cove Commission Act and the Planning Act.

Whatever the legislation, three areas of concern were identified. They are:

1. Avoiding Demolition - This has not been a problem in King's County to date. The existing legislation can only delay demolition.

2. Out- of- Character Development - Kings County has not had much out-of-character development. This could be due to policies in the municipal planning strategy which deal with the preservation of agriculture.

3. Encouraging Restoration - incentives have been found to be effective in encouraging the restoration of buildings. The Ontario Heritage Act provides for loans for restoration work.Other methods of encouraging restoration include waiving selected requirements of the Land Use By-law and Building By-law.

CLOSING KEYNOTE:

MUNICIPAL CONSERVATION INITIATIVES

Richard Kilstrom
Senior Heritage Planner
City of Ottawa

It's a pleasure for me to be back in Halifax since I haven't been here in four years. What I would like to do this morning, since I am a planner and most of you are related to planning in one way or another, is to discuss heritage conservation in the context of municipal planning and from a municipal viewpoint. As I see it, what you as a group are trying to get out of this seminar, is how to integrate heritage conservation in the context of municipal planning and from a municipal viewpoint.

Now I realize, of course, that Ottawa is a much larger city than any of the municipalities in Nova Scotia, but in spite of that fact, heritage conservation does have certain principles that are applicable regardless of the size of the community. In Ottawa, we average two to three people who do nothing but heritage conservation. Now in some of your communities, of course, two or three people are doing the entire planning process, not just one aspect. In a smaller community what that means is that one person is doing only a percentage of his work on heritage. Even though two or three people may be doing this full time in Ottawa, that only represents one percent of the planning and development process in terms of personnel and operating expenses. I am going to base this presentation on what happens in Ottawa, because that the program is extremely comprehensive and covers quite a wide area. What I will do going through this process of describing the Ottawa situation, is to bring in other aspects which perhaps may be used in Ottawa, and may be appropriate for some communities.

The program in Ottawa is now ten years old, though its background actually goes back fifteen years. This was before the Ontario Heritage Act was even established, which came into effect in 1974-75. In Edmonton, where I was before coming to Ottawa, the situation was extremely different, the two in fact are almost opposites. In Edmonton, the thinking in heritage conservation only began in the late 1970's, starting with absolutely nothing. This was when I first joined Edmonton, and the program was developed under my initiative. Over the years I've become familiar with quite a few municipal heritage programs across Canada as well as in the United States and I don't really think that any of them are what I would call perhaps the perfect municipal situation, but it varies from municipality to municipality based upon the appropriate Provincial legislation or State legislation in the United States. If heritage planning was a perfect situation, then of course we heritage planners really wouldn't need jobs, because the heritage planner would be well integrated into the planning process. At this time, in Ottawa, it seems appropriate that we are doing a complete review of the planning and buildings functions within the city to determine how they operate. And in that process we are also looking at heritage planning. At the same time, our official plan is being completely redone, that would be the equivalent of a municipal planning strategy here in Nova Scotia. Ottawa's official plan is quite backward and it is a quarter of a century old. Its heritage

component though, is only ten years old. In addition, in this last year, our legal department did a complete review of the Ontario Heritage Act. We were not asked to do this by the Province, we found many difficulties in working with the Act, and we took it upon ourselves to give it a complete review to determine what would make it work better for us as a municipality. This we've sent off to the Province of Ontario and they are at this time doing a complete review of the Ontario Heritage Act, as well as all the Provincial policies relating to heritage.

We've been in the heritage business for some ten years and based upon my two years with the city I would say that we're coming to the end of the first generation of municipal planning in Ottawa and we're starting on our second generation. Things are probably going to be somewhat different from the past ten years and much of this will come out of what we are doing with our official plan in changing its heritage emphasis. We're getting away from designating individual heritage buildings, and going more into designating larger districts. In the past ten years, the program has primarily been designating individual buildings. We have five heritage conservation districts thus far, but we have about another twenty that we are contemplating bringing into place over the next few years.

For the purpose of this morning's talk, I'm going to divide it into two parts. The first part is going to be about heritage planning from outside municipal government: that is, how the public would see the various components of a heritage planning program. I'm going to give a very short slide presentation which will give some examples of what I've been talking about. The latter part of this talk which will be the shorter portion, will be strictly from a viewpoint within municipal government, how various municipal departments and bureaucrats relate one to another. How you can integrate heritage planning into what other parts of municipal government are doing. I indicated before I am going to do this on the basis of Ottawa, but I am varying it somewhat so that it becomes more of a description or explanation on a general municipal basis, that is particularly so when we get to the overhead projections that I will be using to explain heritage planning within municipal government.

The first thing I'd like to say though before we get into the public view of heritage planning is a few words about public awareness and public education in the heritage field. This can be very under-estimated, but it is extremely important in municipal heritage planning, and in particular in communities and provinces where heritage conservation may be less publicly known than it is in some places. In Ontario generally, but in Ottawa in particular, public awareness about heritage is extremely high. This is due in part to a number of enlightened politicians over the years and an extremely vocal and ambitious grouping of public organizations as well as individuals who have been very much behind the heritage movement for the past ten years to fifteen years. In Edmonton this was quite the reverse, there was very little public awareness of what heritage conservation was all about. As you can appreciate during the late 1970's, Alberta went through a period of a booming economy and the emphasis was on simply putting up new things with very little regard to what was coming down. The emphasis has changed somewhat lately though because heritage conservation has become more a part of the planning process both municipally and in a provincial sense. As well, of course, the economy has taken a downturn. There is less need to remove old buildings to replace them with new ones.

What I'd like to do now is begin some of the explanation of how heritage planning works from a public perspective. I should add too that education and awareness is not limited to the public. It is just as important to have a good awareness program within municipal government because it is the people within municipal government who are going to help pass that on to the public. In most towns, the emphasis on heritage conservation as part of planning begins with some sort of public experience where heritage buildings are disappearing at an alarming rate and people sort of sit up and take notice. In Ottawa that started back in the early 1970's. In 1972 the Mayor's Committee on Heritage was established to look into the heritage conservation problem. In Edmonton that didn't happen until 1979 - a full seven or eight years later. The Ontario Heritage Act was one of the earlier ones in Canada and it came out in 1974-75 but before the Ontario Heritage Act, Ottawa started designating buildings on its own using other legislation. When the Ontario Heritage Act came in, of course, we started using the Ontario Heritage Act for designations. The mid 1970's in Ottawa was also a time of a lot of public involvement in the planning process, in the neighbourhood planning sense. Many residents in many neighbourhoods were very concerned about change and this fit very well into heritage planning awareness. As a result most of the neighbourhood plans done in Ottawa in the 1970's, contained a component about the heritage resources within that particular neighbourhood. The heritage components in these various neighbourhood plans were what helped to establish a city wide heritage planning process. The City of Ottawa hired its first full time heritage planner in 1976, and about 1980 it expanded to two persons. In 1977 Ottawa put forward the heritage component for its official plan. It contained over a dozen objectives on heritage to be achieved over the years, as well as two dozen specific policies on how Ottawa could handle heritage planning. Shortly after that, the City began its inventory which was not very sophisticated in the sense of inventories done today, but at the time it was quite comprehensive. It created a list of some 3500 buildings which had some sort of heritage importance and was known as the City's Heritage Reference List. This had no legal status but over ten years, this list has come to be taken as having legal status even though it does not. In other words, it has become somewhat of a public awareness tool with more clout than it legally deserves. We're not of course complaining about that because it serves its purpose very well. When I get to the slides I'll give you a few illustrations of that.

The other thing that happened in the late 1970's that was particularly important in Ottawa was the creation of what we call heritage zones under the City of Ottawa Zoning By-law, which, of course, comes under the Planning Act. This was before we had any heritage conservation districts under the Heritage Act. The theory was that the way to achieve heritage conservation was to create heritage districts under the Heritage Act and to complement those with heritage zoning which would derive from the Planning Act. Now the zoning planners were much faster than the heritage planners at the time and they created heritage zoning completely in the appropriate heritage areas by the end of the 1970's. The first heritage conservation district didn't come into place until the early 1980's.

At the present time, we have approximately 150 buildings that are individually designated under the Ontario Heritage Act and another 150 buildings that are in heritage conservation districts again under the Heritage Act. Through the Planning Act we have buildings protected by heritage zoning - approximately 1500 at this time are within heritage zones. Being within heritage zones means they have no demolition protection, but they have considerable number of other advantages which I'll

be explaining to you.

The Ontario Heritage Act has a number of things in common with the Nova Scotia Heritage Property Act. The main thing is the fact that neither of them provide permanent protection. If a developer or an owner is determined to demolish in Ontario the most you can do is prevent that for about 270 days, unless the municipality is prepared to buy the building through expropriation or negotiation. In Nova Scotia for municipally registered properties, you have slightly longer time, approximately a year or so which gives you a bit of an advantage. Another difference between Nova Scotia and Ontario is that in Nova Scotia you have two levels of designation - that is, by the municipality and by the Province. Those properties registered by the Province cannot be demolished without Cabinet approval. In Ontario there is no such thing as Provincial designation. All designation of properties are done by municipal governments. What both Acts are good at is providing control over alterations and in that they're reasonably successful. There are other advantages that even though they may not be able to provide permanent protection, they tend to inhibit demolitions in the sense that most owners and developers are much more reluctant to demolish a designated building than they are a building which has no designation at all. The reason is of course that if they're demolishing something that is designated, this is more of a black spot in the public eye. If the developer is demolishing something that has no public recognition, how is he to know that it had any kind of heritage status? He really is acting within his own rights in the sense that the public has not informed him that this has some heritage merit. So in that sense, Heritage Acts are very important because they provide public recognition and what they can't accomplish legally in terms of keeping a building up, they can perhaps accomplish somewhat indirectly through public awareness.

In that line, the City of Ottawa has a fairly extensive heritage plaguing program. I know that putting heritage plaques on buildings is somewhat of a meaningless process in that it really doesn't do anything. But on the other hand, by plaquing these buildings, you are contributing to the public awareness of heritage. In Ottawa we plaque approximately a dozen buildings a year through two programs. One is to put a plaque on a building just because it's been designated so we give out approximately eight to ten of those per year to individually designated buildings. We have a separate plaquing program that gives plaques to buildings which are recipients of what are called the Ottawa Conservation Awards, and those are given out for good restoration, good infill projects, and the like. This is done at a ceremony by City Council and the Mayor. The plaques themselves are almost the size of this lectern, in solid bronze and they are fairly visible on the buildings when they are mounted. We've never had any of these plaques returned because the building disappeared. It makes a significant means of keeping the public aware, and the owner of his responsibilities toward the building. I think now we have probably 100 of these things on buildings.

Getting back to the Acts, another difference, between Ontario and Nova Scotia is the process of area designation. I've been through your Heritage Property Act and it is not particularly precise on how it differentiates between areas and individual buildings or if it even does provide protection for areas. In Ontario the Act is quite specific. There are two separate sections, which upon reading, appear as if written by two different people. The area conservation or district designation process provides much more protection than individual designations although you would think it should be the other way around, because individual buildings are more important in their own architec-

tural and historical merit than district buildings. In Ontario, when an individually designated building is demolished, the designation goes with it. In a heritage conservation district, if a building is demolished, the designation does not disappear. The designation stays on the land, and as a result the developer, when he prepares a plan for the new building to go on that site must again get permission under the Heritage Act for this new building. One has complete control over the design, massing, and so on, of the new structure. That is more of a disincentive to demolish because the developer knows that if he puts up something new, he is going to have to go through the same sort of control process so he might just as well be more cooperative and attempt to use the building that is already there, perhaps with some additions. We are getting more now into district designations, because those do provide more protection.

I indicated earlier the secret to this is combining heritage district designations with heritage zoning. As we use it, heritage zoning is both a carrot and a stick, that is, an incentive and a disincentive. We have five types of heritage zoning. There are two residential zonings called HR-1 and HR-2; and commercial zoning, called Heritage Commercial; a public zoning, Heritage Public, for publicly owned buildings, churches and the like, and the fifth one is what's called Central Area Heritage Zone, which is a downtown heritage zoning.

To begin with the "stick" part of this, the key to that is called a "replacement clause", and that can be best summarized as whatever goes down must come up. I'll read this word for word, and you'll understand what I mean. "All buildings, removed or destroyed by any means, and which are not replaced and rebuilt in accordance with Section 5 shall only be replaced and rebuilt to the same height, volume, floor area, general form, and massing as existed prior to the removal or destruction of the building". If you had a 2 1/2 storey pitched roof building of such and such an area that was demolished, what goes up must fit within the same building envelope. That is clearly a disincentive to the developer, if he wants to put back more floor area, more bulk, that would require a variance from the zoning. As soon as a developer needs a variance, this leads him open to objection from community groups and neighbours as well as the City. He must seek a variance from what we call the Committee of Adjustment. In the process of getting a variance, he may have to appeal or others may choose to appeal, such as the City, or the neighbours, or community associations. This requires going to the Ontario Municipal Board, a rather lengthy procedure. It would be much simpler for him to retain the existing building and add on to it. If he needs variances, he can come to the City and discuss these, and we would provide him with support at the Committee of Adjustment, and support again if he should have to go to the Ontario Municipal Board. Although this provides no direct protection from demolition, it works quite well in providing somewhat of an incentive.

The carrot part of this zoning relates to provisions within the heritage zoning section with regard to parking, setbacks, yard distances and densities. There are no specific parking requirements, no specific yard requirements, no specific densities, all those are negotiated with the planning branch through a site plan control process. Site plan control is a process whereby people doing certain kinds of developments have to negotiate the site plan. If the developer is retaining a heritage building, perhaps adding to it, or building an additional building on the lot, he has much more flexibility than under regular zoning where all is strictly controlled.

There are a couple of other planning tools which derive from the Planning Act and not from the Heritage Act, which we can use. The first is a provision for interim control zoning, which is essentially a temporary zoning by-law, which the City can implement virtually instantly over an area. It provides time for the city planners to study the area, and determine different land use policies or different zoning for the area. This is temporary and normally is good for one year, but can be extended under the Planning Act to a maximum of two years. Several months ago we placed an interim control by-law on an area around a public park that had about two dozen quite good heritage buildings. The area was zoned under interim control by-laws as heritage residential, meaning that the kind of development that was permitted before is no longer permitted. If anyone wishes to do development within that area it would have to be in the context of the heritage zoning. During the next year or so, the zoning planners will develop specific requirements for new heritage zoning and the heritage planners will develop a heritage conservation district designation proposal for the same area. Temporary zoning under the interim control by-law provision can be made more restrictive than existing zoning, and that is how one can control development on an interim sort of basis.

Another tool under the Planning Act is demolition control - this has nothing to do with heritage - it is in the Planning Act for the benefit of housing. It requires that for certain residential buildings, multi-family buildings of several apartments, an owner or a developer requires city council's specific permission to demolish that building. Council is not required to give that permission if the owner does not have an approved building permit for another residential building replacing the same number of residential units or more. Even though this is not a heritage control, it is very helpful in terms of providing time to perhaps convince the developer that he could put in additional residential units and rehabilitate the old building. Recently in Ontario, we have another piece of housing legislation called Bill ll, which makes the demolition of housing much more difficult. It is getting so that for an investor in residential property it is extremely difficult to make a considerable amount of money in it.

What I'd like to do for a moment now is summarize those controls under three different Acts: The Heritage Act, the Planning Act, and also the City of Ottawa Act.

I should explain the provisions of the City of Ottawa Act. Ottawa has its own Act which provides a number of different things, one of which is helpful to heritage, though it has nothing to do with heritage, it is called "design control". Ottawa has a Design Committee which is set up to comment on the architectural or design merits of new construction, strictly aesthetics - colours, materials, form of the roof, types of windows, doors - anything that has to do with the aesthetics of a development project requires passage through this particular committee. The committee is made up of several architects from the community, a couple of planners, a landscape architect, and several people from City staff. It doesn't control every development in the city, they only those within certain places such as opposite public parks and other public buildings, on certain major roadways (almost anything that is larger than a local street), as well as opposite embassies. Any development within heritage zones must go before the Design Committee, and through a plan circulation process city staff can provide comments.

In summary, under the Heritage Act, we can control demolition, alteration, design, and

replacement buildings within heritage conservation districts. Under the Planning Act, through zoning, we can control density, height, mass, form, and replacement buildings. Also, under site plan control we can control the location of buildings on the property, access to it, yard requirements landscaping, and parking. Then there are the delay mechanisms, for lack of a better description, which include the interim control by-laws and the demolition control. Finally, we have the provisions just discussed under the City of Ottawa Act.

There are a couple of other powers we have which don't fall under any of those Acts. The first relates to housing, and is a policy we developed called "Exemption to the Condominium Conversion Act". Carleton, which is a regional government that includes Ottawa, has a policy that no one can convert existing rental housing into condominiums unless the vacancy rate within Ottawa is above three percent city wide, and (I think) above five percent in the particular neighbourhood where the property is located. Those vacancy rates have not been exceeded in years and as a result turning an existing building into a condominium is almost impossible. That's extremely poor for heritage buildings because if you have an existing building and you wish to convert it to condominiums, you can't, but you can demolish it and put up new condominiums. This is essentially an incentive to demolish heritage buildings because many of the buildings that would be converted are heritage buildings. We established a policy that any designated building could be exempted from that policy, thereby removing the demolition incentive for heritage buildings. Another tool we use is heritage easement agreements. Designations in Ottawa and in Nova Scotia are not permanent, except when provincially registered; an easement agreement, something you work out with the owner, can be made to be effective in perpetuity. Generally we use those in special deals with developers where there is something in particular the developer wants to do, and as part of the negotiations we get him to enter into one of these easements. We have also used it on very few occasions as an alternative to designation, where a particular owner may desire not to go through the Heritage Act. The disadvantage is that it's really going around the public process, in other words it is a private agreement between the City and the owner, and there's no public involvement such as there is with a designation.

Our major incentive in Ottawa for heritage properties is a grant program. You were given some literature on this in your seminar handout. Briefly, Ottawa has had a grant program of its own for about eight years, and every year City council budgets money to be distributed to owners for restoration work. I want to clarify that restoration work means restoration and not rehabilitation, recycling, or renovation. The purpose is to provide money to use restoration techniques rather than strictly renovation techniques. For buildings in designated districts, the current amount is a matching grant of $6,000.00 per building, for individually designated buildings, $10,000.00, and for public buildings such as schools and churches, it's a one time matching grant of $25,000.00. Our grant program is also integrated with R.R.A.P., so that owners who are on lower income and need more work done can get monies through Provincial and Federal programs for the basic renovation needs. The heritage grant helps to bring a renovation project to a higher standard. Ottawa has not made any effort to use variations in property tax assessment in order to give heritage property owners a break. There are several ways of doing that through property taxes - freezing the property tax, reducing the amount of the assessment, or giving tax relief through abatements. The attractiveness of property tax relief is primarily that it is somewhat pain free. In Ottawa every year City Council has to allot money - this year that grant program was $175,000 - as part of the city

budget. If you go the tax route, City Council is not really facing the amount of money, it's a sort of an invisible means of providing financial assistance to owners. In Edmonton there was a tax break in the program which was used for heritage commercial properties. These were commercial properties on a Main Street area and the assessments of these properties were reduced because they were designated, the theory being that if you could not redevelop the land to its highest and best use, then the land was worth slightly less than undesignated land. You were given a reduction in your assessment on the land portion only, not the buildings portion. I think it was a ten or fifteen percent reduction in the assessment. This is a technique which is also extensively used in rural areas for open space, conservation, or farm land preservation in that if the open space or farmland is being retained for that use and not being retained for speculative purposes then you could be eligible for a reduction in your tax rate.

Another initiative that has been used in both Edmonton and Ottawa is what we would call semi-public foundations or revolving funds. In Edmonton the Old Strathcona Foundation was established by the City of Edmonton, the Province of Alberta, and Heritage Canada. Its purpose was to purchase heritage properties, renovate them, and either rent or sell them and recoup investment and use it again on other buildings. In Ottawa, the City and the Provincial Government established an organization called Historic Ottawa Development Incorporated, which essentially is somewhat the same, a separate agency which can purchase heritage properties and recycle them.

EDITORIAL NOTE:

The next portion of Mr. Kilstrom's presentation involved the use of slides to illustrate problems and solutions related to Heritage properties in Ottawa.

That covers it from a standpoint of the public view. Now I'm going to take just a few minutes to go through (with the overhead projector) how we work this from within municipal government. As I indicated, we are undergoing a reorganization in Ottawa. Most municipal governments are divided into several departments, of which planning and building or planning and development is usually one. The reorganization planning and development in Ottawa is particularly interesting because it's forcing everyone within those areas to examine their functions in great detail.

EDITORIAL NOTE:

The next portion of the address was closely tied to a series of overhead charts and diagrams.

In summary, the complexity of the regulatory system in place in Ottawa was used to illustrate the diverse, and often divergent activities of various divisions, departments and branches within one municipal government. Mr. Kilstrom observed that the orchestration of the internal machinations towards a common goal, in this case Heritage presentation, is often quite difficult.

SUMMARY COMMENTS

Marc Denhez
Senior Heritage Planner

When I first saw this program, I was immediately struck by the fact the title of this conference is "Development and Conservation" and there are many parts of this country where I think less foresighted people would have named a conference like this "Development versus Conservation". I was immediately impressed by the attitude that so many people had here, that what we are talking about was essentially two sides of the same coin. When I was asked to make a few remarks to you yesterday, I concentrated on such issues as investment prospects, jobs, tourism, municipal finance, all that sort of thing. I was hoping to get away from the notion that exists in so many parts of the country, unfortunately, that there is an intrinsic adversarial relationship between the developers on one side, those people who wear the black hats, and interfere with the beautiful heritage of various places like Nova Scotia, and on the other side, those wacky historical heritage people who keep interfering with the rights of private property. Then, I saw that the people who were going to follow right after me, a developer and a heritage person, were going to be presented in a debate kind of format and I said to myself, "Oh no, here comes the adversarial relationship again." I listened to Bob Morgan and Bob Shaw, and I don't know whether other people in this room had the same impression, but I had trouble figuring out which Bob was the developer and which Bob was the heritage person. It seemed to me we were really on to something. Bob Shaw said a number of things about trying to make life as easy as possible for people who are doing the right thing, and I thought that was exactly the kind of constructive approach that was epitomized by a lot of other things going on at this conference. He was talking about such things as building codes, which right now represent a major impediment for the renovation of a lot of buildings, and how we could grease the slope to make the task a little bit easier for renovation. He mentioned the problem of so many policies being all sticks and no carrots, and which sometimes build more brick walls, to use his expression, than bringing people together. Again, I think that the attitude of most people at this conference has been to attempt to overcome that problem.

Unfortunately, I couldn't attend all the conference's workshops. I attended the legal one, being a lawyer by profession. I found that it had a very meticulous presentation of all the various ins and outs of the Planning Act and the Heritage Act. One of the points that I thought was useful was that the lawyers were saying, "look, we've got to use the entire range of tools that is at our disposal". People were talking about using the Planning Act and the Heritage Act for a wide variety of purposes.

I must admit that I was kind of squirming at one point because Anne Derrick brought up a certain case decided in Edmonton a number of years ago in which the good heritage people got themselves properly clobbered. The reason I was squirming is because I argued that case before the Supreme Court of Canada. I can say it was a decade ago, and I would argue it a little differently now. One of the things that lost the case for heritage was that people uncovered a memo that had been circulating in the city council and city offices that said the purpose of the attacked by-law was to

"freeze development". I think what we are seeing today, a decade later, is that we now understand the purpose of this exercise is not to freeze development at all, it is exactly what this seminar calls it - development and conservation - it is trying to find a way for these various forces to work together. Fran Robertson went on to explain how the statutes could be used in such a way as to try to avoid having them challenged, how to make it as procedurally meticulous as possible.

The thought that occurred to me was, there is some distance still to go. We are talking about how to develop various rules and regulations so that the people who are affected by these rules, the owners and the developers of these various properties, don't immediately go charging off to court. In the United States there is an appeal procedure for people who are unhappy with decisions about whether their property is a certified historic property or not. There, however, the appeal procedure doesn't focus on developers and owners who are charging off to court to challenge the designation. In the United States, approximately eighty percent of the people who appeal a decision are people who want to be designated, and who have been refused the certification as an historic property! That, I think, indicates that we are dealing here with a very different context, and in other parts of the world, people have worked out a system of getting development and conservation working together hand in glove, trying to capitalize on heritage resources.

One of the regrets that I have is that I didn't have a chance to speak to more people here. There were so many from across Nova Scotia who had some incredibly innovative things to say about various approaches to this topic. I will just give you an example. Last night I was talking to some people from the Bay of Fundy area and they were asking the question, "why is it that when somebody comes forward and applies to do this or that to a heritage property, the answer is either a 'yes' or a 'no'? Why is it that cut and dried?" And that brought back to mind the fact that in St. John's, Newfoundland they did something which might interest a few of you. There they established a little committee of experts, people who were hired by the municipality, and everytime somebody came in with a proposal to deal with a heritage building this committee didn't have the right to just say yes or no. If they said no, they had to produce a counter proposal. And furthermore, they were supposed to produce a counter proposal that came in either at the same cost, or if possible, at a lower cost. Well, remarkably enough, in the overwhelming majority of cases, these people actually produced a counter proposal that cost less than what the original owner had proposed to do with his property. I invite you to think of the amount of goodwill that was generated between the public authorities and the heritage people on one hand and the private sector owners and developers on the other, in developing a cooperative attitude.

We heard this morning from Richard Kilstrom about a number of techniques, I think very intelligent techniques, and I will just speak about a few of them. One technique, of course, is when all else fails, use flattery. Essentially what that means is you have all these nice little awards, and you would be amazed how successful these are. The Nova Scotia Home Builder's Association, I am sure , would be delighted to cooperate in awards programs whereby various members were congratulated for the renovation work they did. Richard Kilstrom talked about replacement by-laws. He talked about carrots, parking by-laws, condominium conversions, all sorts of things like that, municipal tax measures which are one gigantic untapped area, revolving funds, public sector commitments to its own buildings. He mentioned, for example, that in the City of Ottawa, where you have a publicly owned building, the City should have some kind of obligation to figure out what

to do with its own properties. I think that is not only good for those properties, it is also a good signal to the rest of the world because it is particularly hard to persuade the private sector to take heritage seriously if the public sector won't. If the public sector is tearing down buildings, or letting them fall down left, right and center, it is going to be very hard to tell your friendly developer down the street that maybe he ought to be doing something different with his own property.

I attended the "municipal initiatives" session in which various points were raised. The point was raised by one person that it is nice to have the idea of a quid pro quo when you have a certain amount of red tape attached to the creation of a heritage building or district. It is good to be able to say there is something at the other end to attract and induce people to do positive things with a building or district. The point of the sales tax rebate was raised again, the notion that Nova Scotia might be the first province in Canada to waive sales taxes on the renovation of its older building stock, particularly in this case focussing on designated heritage properties. I think that this is exactly the kind of thinking that deserves 100 percent support, let me correct that, 200 percent support, on the part of the people who are seriously interested in creating a better climate for heritage in this province. After hearing the comments about what the Nova Scotia Government was prepared to do, one person stood up like Oliver Twist and said, "more, more, more", at which point Richard Kilstrom observed that it's a reasonable first step, but over the long run, who knows?

I've heard various people say, "well you know Nova Scotia got into this so late that maybe it takes longer for us!" Humbug! Nova Scotia is doing a lot better at this stage than a lot of provinces in this country and I it they deserves full support and a vote of confidence.

Last but not least, I spoke to a gentleman from the Technical University of Nova Scotia on the subject of the innovative suggestions that have been made, so that you can leave the conference with vim, vigor and enthusiasm, for doing something new. I hope that at the end of this conference you will be able to leave for various parts of Nova Scotia with a sense of all the potential and promise of getting out there and doing something old!